Glossary of the Information System of the Council of Europe Landscape Convention

Spatial planning and landscape, No. 106

COUNCIL OF EUROPE

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COUNCIL OF EUROPE LANDSCAPE CONVENTION
CONVENTION DU CONSEIL DE L'EUROPE SUR LE PAYSAGE

Council of Europe

French edition:
Glossaire du Système d'information de la Convention du Conseil de l'Europe sur le paysage

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Introductory note

The Council of Europe Landscape Convention[1] applies to the whole territory of the parties and covers natural, rural, urban and peri-urban areas. It concerns landscapes that can be considered as outstanding, as well as everyday landscapes and degraded landscapes. The parties to the convention undertake to promote the protection, management and planning of these landscapes and to develop international co-operation in order to enhance the effectiveness of measures taken under the convention.

Recommendation CM/Rec(2013)4 of the Committee of Ministers to member States on the European Landscape Convention Information System of the Council of Europe and its glossary recommend that the parties to the convention use the Information System with its glossary,[2] in the framework of their co-operation.

The glossary was prepared by the Council of Europe Working Group on the Glossary of the Information System of the European Landscape Convention, and adopted by the 7th Council of Europe Conference on the European

1. The European Landscape Convention (ETS No. 176) was adopted by the Committee of Ministers of the Council of Europe in Strasbourg on 19 July 2000, and opened for signature by the member states of the Organisation in Florence on 20 October 2000. A protocol amending the convention was adopted in Strasbourg on 1 August 2016 (CETS No. 219) in order to allow non-European States to accede to the convention (www.coe.int/en/web/landscape/). From 1 August 2018, the European Landscape Convention becomes the Council of Europe Landscape Convention.
2. www.coe.int/en/web/landscape/landscape-observatory.

Landscape Convention and the Council of Europe Steering Committee for Culture, Cultural Heritage and Landscape (CDCPP).[3]

By identifying as clearly as possible general principles, strategies and guidelines, as well as specific measures adopted at national, regional and local level in favour of the landscape, the Information System facilitates exchanges of experience and information between public authorities, civil society and private organisations. Its glossary focuses on the key terms mentioned in the convention.[4]

As Jean-François Seguin, Honorary President of the European Landscape Convention, mentioned, the Information System can, with its glossary, "fully fulfil its role as a tool for the exchange of experience and information among all the actors involved in the implementation of the convention".

3. The glossary was prepared by the Working Group on the Glossary of the Council of Europe Information System of the European Landscape Convention composed of: *Representatives of States:* Mrs Aurélie Franchi (France), Mrs Maria José Festas (Portugal), Mr Andreas Stalder (Switzerland); *Representatives of Regions:* Mrs Gislaine Devillers, Mrs Mireille Deconinck (Walloon Region, Belgium), Mr Pere Sala i Marti (Catalonia, Spain); *Council of Europe Experts:* Mr Jean-François Seguin, with the collaboration of Mrs Lionella Scazzosi and Mr Yves Luginbühl; *Secretariat of the European Landscape Convention:* Mrs Maguelonne Déjeant-Pons, Mrs Giuliana de Francesco, Mrs Nancy Nuttall-Bodin (Council of Europe Working Group on the Implementation of the European Landscape Convention, Working Group on the Glossary of the Information System on the European Landscape Convention - L6: www.coe.int/en/web/landscape/working-groups).
The glossary was adopted by the 7th Council of Europe Conference on the European Landscape Convention (CEP-CDCPP (2013)12E, 26-27 March 2013) and by the Steering Committee for Culture, Cultural Heritage and Landscape (CDCPP (2013)29, 27-29 May 2013). The glossary was revised by Mrs Maguelonne Déjeant-Pons and Mrs Veronika Strilets in order to take into consideration the entry into force of the Protocol amending the European Landscape Convention, Strasbourg, 1 August 2016 .
4. The glossary may also facilitate the translation of the convention and of the relevant reference texts. There are two original versions of the European Landscape Convention: English and French. Other language versions are available on the Council of Europe's website (www.coe.int/en/web/landscape/).

Summary

Key terms mentioned in the Council of Europe Landscape Convention.

No.	English version	No.	French version
1	Area/territory	8	Espace, territoire
2	Awareness raising, participation, consultation	25	Sensibilisation, participation, consultation
3	Competent authorities	2	Autorités compétentes
4	Co-operation between the parties	5	Coopération entre les Parties
5	Direct or indirect effect on landscape	7	Effet direct ou indirect sur le paysage
6	Driving forces, pressures, changes	6	Dynamiques, pressions, transformations
7	Heritage	16	Patrimoine
8	Identification of landscapes	13	Identification des paysages
9	Integration of landscape into sectoral policies	14	Intégration du paysage dans les politiques sectorielles
10	Interested parties	1	Acteurs concernés
11	Landscape	17	Paysage
12	Landscape assessment	23	Qualification des paysages
13	Landscape features/characteristics, characteristic features of a landscape	4	Caractéristiques des paysages, aspects caractéristiques d'un paysage
14	Landscape policy	19	Politique du paysage
15	Landscape quality objectives	15	Objectifs de qualité paysagère
16	Taking note of landscape changes	26	Suivi des transformations du paysage
17	Natural areas, natural factors	9	Espaces naturels, facteurs naturels
18	Outstanding landscape, everyday landscape, degraded landscape	18	Paysage remarquable, paysage du quotidien, paysage dégradé
19	Peri-urban areas	10	Espaces périurbains
20	Public/population concerned	22	Public, populations concernées
21	Role of landscape	24	Rôle des paysages
22	Rural areas	11	Espaces ruraux
23	Subsidiarity principle	20	Principe de subsidiarité
24	Surroundings	3	Cadre de vie
25	Sustainable landscape protection, management and planning	21	Protection, gestion et aménagement durables des paysages
26	Urban environments, urban areas	12	Espaces urbains, milieux urbains
27	Value of landscapes	27	Valeur des paysages

1. Area/territory

In many texts, terms are sometimes used which seem to be synonymous with "landscape" in order to avoid repetition. But "area" and "territory" actually have different meanings and are not interchangeable.

Area

An area is a part of the Earth's surface, whether or not precisely delineated. Areas are first and foremost tangible expanses of land.

Territory

Territory is the term used when the focus is on the way in which people have appropriated a specific space through legal and social systems. Territories are usually extensive and precisely delineated, particularly within political or administrative boundaries, sometimes backed by natural elements (ridges, rivers).

A landscape, within the meaning of the convention, is an area as perceived by people, namely, a subject of public evaluation and aspirations.

Sources

Council of Europe Landscape Convention, Preamble: "Acknowledging that the landscape is an important part of the quality of life for people everywhere: in urban areas and in the countryside, in degraded areas as well as in areas of high quality, in areas recognised as being of outstanding beauty as well as everyday areas;"; **Article 1.*a***: "'Landscape' means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors;"; **Article 2**: "Subject to the provisions contained in Article 15, this Convention applies to the entire territory of the Parties and covers natural, rural, urban and peri-urban areas. It includes land, inland water and marine areas. It concerns

landscapes that might be considered outstanding as well as everyday or degraded landscapes"; **Article 6.C**: "each Party undertakes … to identify its own landscapes throughout its territory"; **Article 15**: "1. Any State or the European Community may, at the time of signature or when depositing its instrument of ratification, acceptance, approval or accession, specify the territory or territories to which the Convention shall apply. 2. Any Party may, at any later date, by declaration addressed to the Secretary General of the Council of Europe, extend the application of this Convention to any other territory specified in the declaration. The Convention shall take effect in respect of such territory on the first day of the month following the expiry of a period of three months after the date of receipt of the declaration by the Secretary General. 3. Any declaration made under the two paragraphs above may, in respect of any territory mentioned in such declaration, be withdrawn by notification addressed to the Secretary General of the Council of Europe".

2. Awareness raising, participation, consultation

The Council of Europe Landscape Convention places the public in a central position where landscape issues are concerned. It therefore provides for three kinds of relationship between the population and the public authorities responsible.

Awareness raising

Awareness raising is a continuing "top-down" relationship, with the authorities passing on to the public, local authorities and/or private parties information about the landscape acquired, *inter alia*, during landscape identification, characterisation and assessment operations. Awareness is raised not only of technical aspects of the landscape, but also of the value of landscapes, their role and the changes they undergo. Easy and free access to all corresponding information is vital.

Participation

Participation is a "horizontal" relationship, based on discussions during which the authorities involve the people in the devising and implementation of landscape policies.

Consultation

Consultation is a "bottom-up" relationship, with the authorities seeking public opinion on landscape policies or on the action taken in the context of landscape protection, management and planning.

Sources

Council of Europe Landscape Convention, Preamble: "Wishing to respond to the public's wish to enjoy high quality landscapes and to play an active part in the development of landscapes;"; **Article 5.*c***: "Each Party undertakes ... to establish procedures for the participation of the general public, local and regional authorities, and other parties with an interest in the definition and implementation of ... landscape policies"; **Article 6.A**: "Each Party undertakes to increase awareness among the civil society, private organisations, and public authorities of the value of landscapes, their role and changes to them."; **Article 6.C**: "… each Party undertakes ... to assess the landscapes ... thus identified, taking into account the particular values assigned to them by the interested parties and the population concerned."; **Article 6.D**: "… Each Party undertakes to define landscape quality objectives for the landscapes identified and assessed, after public consultation"; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Part I.1.C**: "Active public involvement means that specialised knowledge should be accessible to all, that is, it should be easily available, structured and presented in a way understandable even by non-specialists."

See also: Public/Population concerned, Interested parties.

3. Competent authorities

Public authorities take action relating to landscapes from local level to national level. One of the political levels which seem particularly relevant, in terms of the Council of Europe Landscape Convention, is that corresponding to "a specific landscape", which is the level at which landscape quality objectives have to be drawn up.

There is no single political level concerned by landscape issues: every political level is concerned by the meeting of landscape quality objectives. These objectives, furthermore, may be drawn up at different levels, corresponding to the different political levels. "Vertical" co-ordination between public authorities at different levels is vital to ensure that the landscape quality objectives drawn up at different levels are consistent.

Every public policy – either directly or indirectly – has an impact on the landscape. The public authorities responsible for those policies, although they have no direct responsibility for landscape issues, are concerned by the impact of their policies on landscapes and by the contribution that they can make to landscape quality objectives.

Sources

Council of Europe Landscape Convention, Article 1.*b*: '"Landscape policy' means an expression by the competent public authorities of general principles, strategies and guidelines that permit the taking of specific measures aimed at the protection, management and planning of landscapes;"; **Article 1.*c***: '"Landscape quality objective' means, for a specific landscape, the formulation by the competent public authorities of the aspirations of the public with regard to the landscape features of their surroundings;"; **Article 5.*c***:

"Each Party undertakes ... to establish procedures for the participation of the ... local and regional authorities ... with an interest in the definition and implementation of ... landscape policies"; **Article 6.A**: "Each Party undertakes to increase awareness among the civil society, private organisations, and public authorities of the value of landscapes, their role and changes to them."; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Appendix 2.4**: "Landscape policy is a responsibility shared between the national authorities and regional and local authorities, in keeping with the principle of subsidiarity."; **Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters (Aarhus, 1998), Article 2.2**: "'Public authority' means: *a*. Government at national, regional and other level; *b*. Natural or legal persons performing public administrative functions under national law, including specific duties, activities or services in relation to the environment; *c*. Any other natural or legal persons having public responsibilities or functions, or providing public services, in relation to the environment, under the control of a body or person falling within subparagraphs *a*. or *b*. above; *d*. The institutions of any regional economic integration organization referred to in article 17 which is a Party to this Convention. This definition does not include bodies or institutions acting in a judicial or legislative capacity;"; **Spatial development glossary of the European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT), "Governmental level", page 14**: "Governmental levels correspond to territorial/administrative units where an elected assembly, together with its own administration, is established. In decentralised countries, three or four governmental levels generally exist, while in more centralised countries, no more than two levels (national and local) can be found."

See also: Subsidiarity principle.

4. Co-operation between the parties

A landscape as an area "as perceived by people" very seldom fits neatly within the administrative boundaries separating public authorities from each other. The Council of Europe Landscape Convention takes this continuity of landscapes into account, as well as the fact that the aim of the Organisation is "to achieve a greater unity between its members for the purpose of safeguarding and realising the ideals and principles which are their common heritage". It is in this spirit that Chapter III of the convention is devoted entirely to international co-operation.

The convention also encourages its parties to develop transfrontier co-operation, namely, co-operation between public authorities at local, regional or national level in neighbouring states. It is a "neighbourhood" co-operation, the purpose of which is to protect, manage and plan, in its geographical and social reality, a single landscape which extends across a border.

The convention has given strong impetus to the development of co-operation between public authorities, civil society (population and non-governmental organisations) and private organisations. In practice, all the interested parties are involved in the identification and assessment of landscapes, in the drawing up of landscape quality objectives and in the devising and implementation of landscape policies. This involvement throughout the process naturally extends to close co-operation when action is taken.

Transfrontier landscape programmes, observatories, centres or institutes offer twofold benefits, in that they promote the protection, management and planning of transfrontier landscapes and intensify exchanges of experience and methodologies on a scale appropriate to the landscape reality of the

territories concerned. The formation of a network would foster exchanges, not only between different states, but also between public authorities, scientific bodies and non-governmental organisations.

For the purposes of the Council of Europe Landscape Convention, landscape crosses divisions between ministerial responsibilities, between different administrative tiers, between scientific disciplines, between professional sectors, between governmental and non-governmental organisations and within civil society. Co-operation may therefore take place within official departments, between scientific disciplines, between specialists from the different professional sectors or between peoples.

In order to carry out this co-operation effectively, the Council of Europe Landscape Convention provides for exchanges of experience and information. One of the convention's major innovations is a greater awareness that landscapes of a same region have generally numerous shared foundations in terms of their history and geography, and that they face the same challenges.

The convention lays down the principle of collective intelligence in order "to respond to the public's wish to enjoy high quality landscapes and to play an active part in the development of landscapes". The diversity of local, territory-specific and social situations has led to an extraordinary diversity of landscapes.

A very wide range of theories, methodologies and experience exist. The pooling of experience, methodologies and theories provides food for thought and fuels discussion. Such exchanges may be developed through workshops, networks of actors (professionals, universities, non-governmental organisations, etc.). This is also precisely what the Council of Europe Landscape Convention Information System is for.

Sources

Council of Europe Landscape Convention, Preamble: "Considering that the aim of the Council of Europe is to achieve a greater unity between its members for the purpose of safeguarding and realising the ideals and principles which are their common heritage"; "Acknowledging that the quality and diversity of European landscapes constitute a common resource, and that it is important to co-operate towards its protection, management and planning; Wishing to enable the application of the values and principles formulated in the Convention to non-European States who so desire"; **Article 1.*a***: "'Landscape' means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors;"; **Article 3**: "The aims of this Convention are to promote

landscape protection, management and planning, and to organise co-operation between the Parties."; **Article 6.C**: Landscape "identification and assessment procedures shall be guided by ... exchanges of experience and methodology"; **Article 7**: "Parties undertake to co-operate in the consideration of the landscape dimension of international policies and programmes, and to recommend, where relevant, the inclusion in them of landscape considerations."; **Article 8**: "The Parties undertake to co-operate in order to enhance the effectiveness of measures taken under other articles of this Convention, and in particular: *a*. to render each other technical and scientific assistance in landscape matters through the pooling and exchange of experience, and the results of research projects; *b*. to promote the exchange of landscape specialists in particular for training and information purposes; *c*. to exchange information on all matters covered by the provisions of the Convention."; **Article 9**: "The Parties shall encourage transfrontier co-operation on local and regional level and, wherever necessary, prepare and implement joint landscape programmes."; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Part I.1.*J***: "Information exchange, the circulation of theoretical, methodological and empirical ideas between landscape specialists and learning from these experiences are of fundamental importance in ensuring the social and territorial relevance of the European Landscape Convention and in achieving its objectives."; **Appendix 1.12**: "Transfrontier co-operation is possible not only between neighbouring states but also between neighbouring regions and communities in the same state which have different landscape policies, on the basis either of territorial contiguity or common features."; **European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities (Madrid, 1980), Article 2.1**: "For the purpose of this Convention, transfrontier co-operation shall mean any concerted action designed to reinforce and foster neighbourly relations between territorial communities or authorities within the jurisdiction of two or more Contracting Parties and the conclusion of any agreement and arrangement necessary for this purpose."; **Spatial development glossary of the European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT), "Cross-border, transnational, interregional co-operation"**, page 10: "Territorial co-operation between national, regional and local authorities is an important element of European integration. It aims at abolishing the negative impacts of national borders on territorial development. According to the territorial scale, a distinction is made between: – Cross-border co-operation which takes place on relatively short distances between areas on both sides of national borders. Cross-border co-operation encompasses all types of activities belonging to normal activities of local and regional communities, such as economic development, spatial planning, tourism and recreation, training, transport, environmental protection, etc. Cross-border co-operation concerns also areas such as the Euroregions and, in a number of cases, areas where more than two States are converging (Saar-Lor-Lux region, Upper Rhine Triangle for instance). – Transnational co-operation is a more recent type of territorial co-operation stretching across national borders over large areas (Atlantic Arc, Baltic Sea Region, Western Mediterranean Regions, etc.). Co-operation is more focussed on specific strategic issues, such as networks of metropolitan areas, promotion of the

maritime economy of coastal regions, general improvement of accessibility, large-scale measures related to the enhancement of the natural and cultural heritage, etc. – Interregional co-operation is of thematic nature and takes place between regions of different States, sometimes far away from each other, generally without territorial continuity. Interregional co-operation may comprise transfers of know-how and experience, the joint improvement of techniques and methodologies contributing to the development of regions or enterprises, the promotion of long-distance tourism, etc. Interregional co-operation may also take place between regions of the same State, with or without territorial continuity."

See also: Subsidiarity principle, Competent authorities, Interested parties.

5. Direct or indirect effect on landscape

The direct or indirect effect on landscape of either a landscape or sectoral policy or an action concerns not only the tangible parts of the landscape (its elements and structures), but also public perceptions thereof.

The effect on landscape to which the greatest attention should be paid is that which a policy or action has on landscape quality objectives. Any action or policy implementation alters landscapes directly or indirectly.

Impact analysis is not needed primarily to reduce or eliminate effects considered to be negative, but rather to identify how, and in what conditions, action or policy implementation can make a positive contribution to the achievement of landscape quality objectives.

Impact studies or assessments of effects on the environment seldom enable recommendations or instructions relating to landscape quality objectives to be drawn up. On the other hand, the guiding principles for strategic environmental assessments of plans and programmes require the landscape as a whole to be comprehensively taken into account, and particularly its capacity to tolerate the planned changes, including "secondary, cumulative, synergistic, short, medium and long-term, permanent and temporary, positive and negative effects".

Direct effect on the landscape

The direct effect of a policy stems directly from action taken in implementation of that policy. It may concern fundamental elements of the landscape, as is the case when mineral extraction policy directly affects a place's topography and geological substratum. It may also directly concern the landscape as a whole, with, for example, an urban renewal policy by definition having a direct effect on the quality of the surroundings.

Indirect effect on the landscape

The indirect effect is that not directly linked to a policy's objectives. Public health policy, for instance, has as one of its objectives the elimination of

mosquitoes, which carry diseases. This objective is shared by tourism policy, which seeks to ensure that tourists are comfortable in certain areas. In order to eliminate mosquitoes, many wetlands were drained in the course of the 20th century, transforming numerous landscapes.

Sources

Council of Europe Landscape Convention, Article 5.*d*: "Each Party undertakes ... to integrate landscape into its regional and town planning policies and in its cultural, environmental, agricultural, social and economic policies, as well as in any other policies with possible direct or indirect impact on landscape."; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Appendix 1.4**: "It is essential to introduce landscape quality objectives (landscape plans, area development plans with a landscape content, etc.) into impact studies in order to ensure that projects are as consistent as possible with those objectives ... It would be useful to apply the guiding principles of strategic environmental assessment (SEA) with a view to the estimation and verification of spatial planning plans and programmes, since such evaluation involves a comprehensive and overall consideration of the landscape and particularly of its capacity to tolerate the planned developments."; **Directive 2001/42/EC of the European Parliament and of the Council of 27 June 2001 on the assessment of the effects of certain plans and programmes on the environment, Article 5. Environmental report**: "1. Where an environmental assessment is required … , an environmental report shall be prepared in which the likely significant effects on the environment of implementing the plan or programme, and reasonable alternatives taking into account the objectives and the geographical scope of the plan or programme, are identified, described and evaluated. The information to be given for this purpose is referred to in Annex I." **Annex I. Information referred to in Article 5(1)**:"... *f.* the likely significant effects(1) on the environment, including on issues such as biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above factors; … (1) These effects should include secondary, cumulative, synergistic, short, medium and long-term permanent and temporary, positive and negative effects."; **Directive 2014/52/EU of the European Parliament and of the Council of 16 April 2014 amending Directive 2011/92/EU on the assessment of the effects of certain public and private projects on the environment, Article 3**: "The environmental impact assessment shall identify, describe and assess in an appropriate manner, in the light of each individual case, the direct and indirect significant effects of a project on the following factors: *a*. population and human health; *b.* biodiversity, with particular attention to species and habitats protected under Directive 92/43/EEC and Directive 2009/147/EC; *c*. land, soil, water, air and climate; *d*. material assets, cultural heritage and the landscape; *e*. the interaction between the factors referred to in points *a*. to *d*. "

6. Driving forces, pressures, changes

Landscapes are extremely closely linked to territories and their population. This is why they are not rigid in terms of space and time. They are not unchanging, and their condition and appearance are temporary; they change ceaselessly under the influence of natural and/or social driving forces.

Driving forces

Driving forces both drive and derive from a process during which the territory's tangible reality, and the way in which it is perceived by the population, change constantly. Forces of human origin are now more powerful, faster and more extensive than ever, especially if compared to the forces of nature.

The main aim of analysis of these driving forces is to identify those which contribute to landscape quality objectives, those which have no effect on them and those which counteract them.

Pressures

Pressure is a force, generally of human origin, with potential directly or indirectly to bring about a change for the worse, namely, degradation of a landscape.

Changes

The effects of pressures on landscapes are not inevitable. One of the objectives of landscape policies is to diminish, compensate for or eliminate pressures on landscapes in order to fulfil landscape quality objectives as far as possible.

When we refer to landscape changes, we mean a form of development which results in drastic change, or even the replacement of previous landscape structures by new ones. In such cases, the landscapes concerned correspond to a new type of landscape.

In recent years, the main landscape changes have been associated with artificial changes to land, principally as a result of urban sprawl, the decreasing amount of land used for farming as "natural" surfaces (woodlands, heathlands, fallow land) expand, the increasing amount of meadowland ploughed up, the development of tourism and the introduction of new energy production.

Not all landscape changes equate to degradation. Implementation of appropriate landscape policies has the effect of changing landscapes for the better.

Sources

Council of Europe Landscape Convention, Preamble: "Noting that developments in agriculture, forestry, industrial and mineral production techniques and in regional planning, town planning, transport, infrastructure, tourism and recreation and, at a more general level, changes in the world economy are in many cases accelerating the transformation of landscapes;"; **Article 6.A**: "Each Party undertakes to increase awareness among the civil society, private organisations, and public authorities of the value of landscapes, their role and changes to them."; **Article 6.C**: "...with a view to improving knowledge of its landscapes, each Party undertakes ... to analyse their characteristics and the forces and pressures transforming them;"; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Part II.2.1**: "Landscape knowledge should be developed according to an identification, description and assessment process, which includes ... examination of their developmental processes and highlighting the past, present and foreseeable time-related forces due to either human or natural factors and the possible pressures and risks facing landscapes;".

See also: Taking note of landscape changes.

7. Heritage

Heritage is routinely defined as all the assets of a group or community. It is inextricably linked with the concept of handing down to future generations the legacy received from previous generations. Whether it is outstanding, everyday or degraded, the landscape is, more generally, a common good with a spatial dimension that will be passed on to future generations. It is not just a question of passing on the heritage of the past, but also the action taken by the present generation, for better or worse.

According to the United Nations Educational, Scientific and Cultural Organisation (UNESCO), there are two categories of heritage: tangible heritage, which is the subject of the Convention concerning the Protection of the World Cultural and Natural Heritage (Paris, 1972), and intangible heritage, which is the subject of the Convention for the Safeguarding of the Intangible Cultural Heritage (Paris, 2003). Tangible heritage comprises a range of "property" (monuments, natural features, sites), whereas intangible cultural heritage consists of "practices, representations, expressions, knowledge, skills – as well as the instruments, objects, artefacts and cultural spaces associated therewith".

Within the meaning of the Convention for the Protection of the Architectural Heritage of Europe (ETS No.121, Council of Europe, Granada, 1985), the European Convention on the Protection of the Archaeological Heritage (revised) (ETS No. 143, Council of Europe, Valletta, 1992) and the Convention concerning the Protection of the World Cultural and Natural Heritage (UNESCO, Paris, 1972), heritage comprises property considered to be outstanding. The Council of Europe Framework Convention on the Value of Cultural Heritage for Society (ETS No. 199, Faro, 2005) puts forward a definition of cultural heritage which

extends beyond both the concept of property and the "outstanding" criterion.

Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention specify that the cultural and historic heritage is "incorporated" into the landscape, meaning that it is one of the component parts thereof. The Council of Europe Landscape Convention in practice concerns not only landscapes which may be considered outstanding, but also everyday and degraded landscapes.

While landscape policy is not strictly speaking a heritage policy, heritage policies may contribute to landscape policies.

Sources

Council of Europe Landscape Convention, Preamble: "...the aim of the Council of Europe is to achieve a greater unity between its members for the purpose of safeguarding and realising the ideals and principles which are their common heritage"; "...the landscape ... is a basic component of the European natural and cultural heritage"; "Aware, in general, of the importance of the landscape at global level as an essential component of human being's surroundings;"; **Article 5.*a***: "Each Party undertakes ... to recognise landscapes in law as an essential component of people's surroundings, an expression of the diversity of their shared cultural and natural heritage, and a foundation of their identity;"; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Appendix 1.7**: "Specifically, the protection and upkeep of the 'point', linear and surface elements that make up the cultural and historic heritage (for example, historic centres, villas, industrial archaeology, historic gardens, etc.) should take account of the incorporation of such heritage into the landscape. "; **Convention concerning the Protection of the World Cultural and Natural Heritage (UNESCO, Paris, 1972), Article 1**: "For the purpose of this Convention, the following shall be considered as 'cultural heritage': – monuments: architectural works, works of monumental sculpture and painting, elements or structures of an archaeological nature, inscriptions, cave dwellings and combinations of features, which are of outstanding universal value from the point of view of history, art or science; – groups of buildings: groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of outstanding universal value from the point of view of history, art or science; – sites: works of man or the combined works of nature and man, and areas including archaeological sites which are of outstanding universal value from the historical, aesthetic, ethnological or anthropological point of view."; **Article 2**: "...the following shall be considered as 'natural heritage': – natural features consisting of physical and biological formations or groups of

such formations, which are of outstanding universal value from the aesthetic or scientific point of view; – geological and physiographical formations and precisely delineated areas which constitute the habitat of threatened species of animals and plants of outstanding universal value from the point of view of science or conservation; – natural sites or precisely delineated natural areas of outstanding universal value from the point of view of science, conservation or natural beauty."; **Convention for the Safeguarding of the Intangible Cultural Heritage (UNESCO, Paris, 2003), Article 2.1**: "The 'intangible cultural heritage' means the practices, representations, expressions, knowledge, skills – as well as the instruments, objects, artefacts and cultural spaces associated therewith – that communities, groups and, in some cases, individuals recognize as part of their cultural heritage. This intangible cultural heritage, transmitted from generation to generation, is constantly recreated by communities and groups in response to their environment, their interaction with nature and their history, and provides them with a sense of identity and continuity, thus promoting respect for cultural diversity and human creativity."; **Convention for the Protection of the Architectural Heritage of Europe (Council of Europe, Granada, 1985), Article 1**: "the expression 'architectural heritage' shall be considered to comprise the following permanent properties: 1. monuments: all buildings and structures of conspicuous historical, archaeological, artistic, scientific, social or technical interest, including their fixtures and fittings; 2. groups of buildings: homogeneous groups of urban or rural buildings conspicuous for their historical, archaeological, artistic, scientific, social or technical interest which are sufficiently coherent to form topographically definable units; 3. sites: the combined works of man and nature, being areas which are partially built upon and sufficiently distinctive and homogeneous to be topographically definable and are of conspicuous historical, archaeological, artistic, scientific, social or technical interest."; **European Convention on the Protection of the Archaeological Heritage (Council of Europe, Valletta, 1992), Article 1**: ..."elements of the archaeological heritage [encompass] all remains and objects and any other traces of mankind from past epochs"; **Council of Europe Framework Convention on the Value of Cultural Heritage for Society** (**Council of Europe, Faro, 2005), Article 2**: "...cultural heritage is a group of resources inherited from the past which people identify, independently of ownership, as a reflection and expression of their constantly evolving values, beliefs, knowledge and traditions. It includes all aspects of the environment resulting from the interaction between people and places through time;".

See also: Landscape.

8. Identification of landscapes

Finding out about landscapes is a prerequisite for any landscape policy. The first step in this task is to identify the landscapes. Identification of a "specific landscape" presupposes, for one thing, identification and location of the outline, which may be vague, of the corresponding "area" and, for another, the assignment of a name to the landscape concerned. Thus a landscape may be identified on the different maps used to highlight the general principles, strategies and tendencies of landscape policies.

A single name is assigned to a "specific landscape", and this identifies the landscape, in conjunction with its outline. In some countries, this name reflects the population's perception of a "link with the place" and of the category in which the area concerned may be placed.

Within the outline of a landscape lie specific features. By determining the character of a landscape, whether in the biophysical sphere or in terms of perceptions and social representations, it is possible both to characterise a "specific landscape" and to specify its outline.

That "specific landscape" is unique and serves as the basic foundation for landscape quality objectives.

It is possible to attach it to one or more landscape types or categories, but each "specific landscape" displays a set of interacting features which make it unique. Its character is tangible – spatial forms and their aspects – and intangible – particularly the population's perceptions – as well as relational, namely, with interaction between natural and human factors, between different natural factors and between different human factors.

Sources

Council of Europe Landscape Convention, Article 1.*a*: "'Landscape' means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors;"; **Article 1.*c***: "'Landscape quality objective' means, for a specific landscape, the formulation by the competent public authorities of the aspirations of the public with regard to the landscape features of their surroundings;"; **Article 1.*d***: "'Landscape protection' means actions to conserve and maintain the significant or characteristic features of a landscape"; **Article 6.C:** "Each Party undertakes ... to identify its own landscapes ... [and] to assess the landscapes thus identified ... These identification and assessment procedures shall be guided by the exchanges of experience and methodology, organised between the Parties at international level …"; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Part I.1.B**: "The 'identification', description and assessment of landscapes constitute the preliminary phase of any landscape policy."; **Part II.2.1**: "The term 'identification' should not be interpreted simplistically nor be limited to an inventory of landscapes but should be linked to the establishment of landscape quality objectives".

See also: Landscape assessment, Landscape features/characteristics, characteristic features of a landscape.

9. Integration of landscape into sectoral policies

By expressing "general principles, strategies and guidelines", a landscape policy defines a framework requiring sectoral policies to include landscape issues in their operational decisions, and thereby to contribute to landscape quality objectives, rather than calling them into question. Landscape policy cannot therefore be a palliative when undesired landscape changes are caused by sectoral policies.

Sources

Council of Europe Landscape Convention, Preamble: "...developments in agriculture, forestry, industrial and mineral production techniques and in regional planning, town planning, transport, infrastructure, tourism and recreation and, at a more general level, changes in the world economy are in many cases accelerating the transformation of landscapes;"; **Article 5.*d***: "Each Party undertakes ... to integrate landscape into its regional and town planning policies and in its cultural, environmental, agricultural, social and economic policies, as well as in any other policies with possible direct or indirect impact on landscape."

10. Interested parties

Landscape is peculiar in that policy makers, landscape specialists, economic players and members of the public are not only "interested parties", but also landscape "observers". Hence the statement in the preamble to the Council of Europe Landscape Convention that the "protection, management and planning [of the landscape] entail rights and responsibilities for everyone".

Sectoral decisions are often taken by these parties in a way which, with varying degrees of awareness, takes account of their own perception and their specific aspirations where the landscape is concerned. They may also sometimes fail to take the landscape into account, giving rise to a discrepancy between the parties' sectoral objectives and "the aspirations of the public with regard to the landscape features of their surroundings". In order to avoid such a discrepancy, the Council of Europe Landscape Convention provides, *inter alia*, for an increase in "awareness among civil society, private organisations, and public authorities of the value of landscapes, their role and changes to them".

Among the interested parties, the States Parties to the Council of Europe Landscape Convention who have ratified the convention bear specific responsibilities. When they become parties, upon ratifying the convention, they undertake to implement every article thereof. The parties thus bear the highest level of responsibility for implementation of the convention.

Sources

Council of Europe Landscape Convention, Preamble: "Believing that ... [landscape] protection, management and planning entail rights and responsibilities for everyone;"; **Article 1.c**: "'Landscape quality objective' means, for a specific landscape, the formulation by the competent public authorities of the aspirations of the public with regard to the

landscape features of their surroundings;"; **Article 5.*c***: "Each Party undertakes ... to establish procedures for the participation of the general public, local and regional authorities, and other parties with an interest in the definition and implementation of ... landscape policies."; **Article 6.A**: **"**Each Party undertakes to increase awareness among the civil society, private organisations, and public authorities of the value of landscapes, their role and changes to them."; **Article 6.C.1**: "With the active participation of the interested parties, ... each Party undertakes: *a*.i. to identify its own landscapes ... ; ii. to analyse their characteristics and the forces and pressures transforming them; iii. to take note of changes; [and] *b*. to assess the landscapes thus identified, taking into account the particular values assigned to them by the interested parties and the population concerned."; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Part I.1.G**: "All action taken to define, implement and monitor landscape policies should be preceded and accompanied by procedures for participation by members of the public and other relevant stakeholders, with the aim of enabling them to play an active role in formulating, implementing and monitoring landscape quality objectives."; **Part I.3**: " … The landscape in which they live is the result of many change-producing actions resulting from the activity of various stakeholders in territorial processes in highly varied ways and on differing scales of time and space."; **Convention on the Law of Treaties between States and International Organizations or between International Organizations (Vienna, 1986), Article 2,1.*g***: "...'party' means a State or an international organization which has consented to be bound by the treaty and for which the treaty is in force;".

See also: Subsidiarity principle, Awareness raising, participation, consultation, Public/population concerned.

11. Landscape

In pursuance of the Council of Europe Landscape Convention, "'landscape' means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors"; each Party undertakes: "to recognise landscapes in law as an essential component of people's surroundings, an expression of the diversity of their shared cultural and natural heritage, and a foundation of their identity". One of the major innovations brought about by the Council of Europe Landscape Convention was the end of fragmentation of the concept into cultural and natural landscapes, urban and rural landscapes, outstanding and everyday landscapes, tangible and intangible landscapes. Landscape is the result of an overall approach to the interaction between natural and human factors, between people and their territory, between past, present and future.

Consequently, landscape is no longer a matter for experts only, but a political topic, meaning that decisions about landscape are the outcome of an exchange of information between public authorities, specialists in landscape appraisal and operations and the public.

Cultural landscape, natural landscape

The Council of Europe Landscape Convention makes no distinction between cultural and natural landscapes. This is an innovation taking us beyond the traditional understanding of landscape and heritage, and making possible a wide-ranging and more comprehensive knowledge of societal and spatial planning issues.

The knowledge needed to devise and implement landscape policies is produced mainly by experts from several disciplines, some of whom study the natural factors and others who study the human factors shaping the character

of landscapes. However, there is no such thing as a landscape whose character is shaped solely by natural or by human factors. There is interaction between natural, rural, urban and peri-urban areas, making it difficult to take them into account separately. Similarly, the Council of Europe Landscape Convention invites us not to separate outstanding landscapes, everyday landscapes and degraded landscapes.

The expression "cultural landscapes" is used in the Operational Guidelines for the Implementation of the World Heritage Convention, where such landscapes are defined as "cultural properties [which] represent the 'combined works of nature and of man' ... They are illustrative of the evolution of human society and settlement over time, under the influence of the physical constraints and/or opportunities presented by their natural environment and of successive social, economic and cultural forces, both external and internal".

The expression "natural landscapes" was used in Council of Europe texts before the Council of Europe Landscape Convention, particularly those relating to implementation of the Convention on the Conservation of European Wildlife and Natural Habitats (Council of Europe, Bern, 1979).

Landscape structures, landscape systems

The identification, characterisation and assessment of landscapes are based on a holistic approach. Landscape structures, or landscape systems, constitute the characteristics of a "specific landscape". They correspond to the natural and/or human interaction between landscape features, which includes how populations perceive them. Landscape structures are primarily concerned by landscape protection, management or planning actions. Landscape structures also enable different landscapes to be grouped together in order to identify types of landscapes presenting similar structures.

Landscape elements

Landscape is a system of interaction between its elements, both spatial and social. For reasons of efficiency, landscape elements form the basis for the analysis of landscape features, landscape protection, management and planning activities and for the definition of landscape indicators. When such elements, or basic components of the landscape, are studied or used in their own right, they cannot reflect the systemic, holistic dimension of landscape. In practice, it is the interaction between the different elements that is more important than the elements themselves. The components formed by

landscape elements and their interaction are, depending on the state, known as landscape structures or landscape systems.

Sources

Council of Europe Landscape Convention, Preamble: "Acknowledging that the landscape is an important part of the quality of life for people everywhere: in urban areas and in the countryside, in degraded areas as well as in areas of high quality, in areas recognised as being of outstanding beauty as well as everyday areas;"; **Article 1.*a*:** "'Landscape' means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors;"; **Article 5.*a*:** Each Party undertakes: "to recognise landscapes in law as an essential component of people's surroundings, an expression of the diversity of their shared cultural and natural heritage, and a foundation of their identity"; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Part I.2**: "The concept of landscape in the convention differs from the one that may be found in certain documents, which sees in landscape an 'asset' (heritage concept of landscape) and assesses it (as 'cultural', 'natural' etc. landscape) by considering it as a part of physical space. This new concept expresses, on the contrary, the desire to confront, head-on and in a comprehensive way, the theme of the quality of the surroundings where people live; this is recognised as a precondition for individual and social well-being (understood in the physical, physiological, psychological and intellectual sense) and for sustainable development, as well as a resource conducive to economic activity ... [The landscape] is not limited to cultural, artificial and natural elements: the landscape forms a whole whose constituent parts are considered simultaneously in their interrelations."; **Part II.2.2**: "The concrete application of protection, management and planning choices should cover the whole landscape and refrain from dividing it into the number of elements which compose it: landscape is characterised by the interrelations between several domains (physical, functional, symbolic, cultural and historic, formal, etc.) that constitute both ancient and recent landscape systems. These may be interwoven and superimposed on the same section of territory. Landscape is not simply the sum of its constituent parts."; **Appendix 1,2.1**: "However, several terms based on different forms of landscape description and site interpretation may be used, as already happens in various states (for example, unit, area, system, structure, element (not only territorial but also linear, in networks, etc.)."; **Recommendation Rec(2002)1 of the Committee of Ministers to the member states of the Council of Europe on the Guiding Principles for Sustainable Spatial Development of the European Continent, Appendix V.1.49**: "Europe is composed of a plurality of landscapes. They are a significant part of European heritage and a witness of the past and present relationships between man and his natural and built environments. Developments in production techniques in agriculture, forestry and industry and changes in town planning, transport, other types of infrastructure, tourism and leisure-time behaviour are accelerating the transformation of European landscapes and can also

have a negative impact on their quality and use. This not only concerns valuable natural landscapes, but applies generally to all types of cultural landscapes, especially those that are an essential component of the urban environment."; **Operational Guidelines for the Implementation of the World Heritage Convention, II.A.47**: "Cultural landscapes are cultural properties and represent the 'combined works of nature and of man' . They are illustrative of the evolution of human society and settlement over time, under the influence of the physical constraints and/or opportunities presented by their natural environment and of successive social, economic and cultural forces, both external and internal." It should be noted that these guidelines do not define "natural landscapes"; **Recommendation R (79) 9 of the Committee of Ministers to member states concerning the identification and evaluation card for the protection of natural landscapes**: "Recognising the following conception of natural and semi-natural landscapes: the natural environment including the physical environment as a whole (climate, soil, water), the biocenoses (flora, vegetation, fauna), the whole more or less formed by man and by past and present social and economic factors;"; **Protocol on the implementation of the Alpine Convention of 1991 relating to the conservation of nature and the countryside, Article 8**: "The Contracting Parties shall adopt the measures necessary so that the preservation and development of the natural or near-natural habitats of wild animal and plant species and of other structural elements of the natural and rural landscape are pursued on the basis of landscape planning aligned with the territorial planning."

See also: Heritage, Outstanding landscape, everyday landscape, degraded landscape.

12. Landscape assessment

Knowledge of landscapes necessitates the study of their location, their extent and their tangible characteristics, supplemented by analysis of their intangible aspects, namely, their qualities, which are the result of public perception and social representations. The aim of landscape assessment is to highlight "the particular values assigned to them by the interested parties and the population concerned".

The qualities of landscapes correspond to different value systems and to different landscape models, which may be complementary or sometimes contradictory. These value systems and the corresponding landscape models are those "assigned to [landscapes] by the interested parties and the population concerned". They are highlighted in particular when the public has a role in the knowledge process.

Landscape assessment is not intended to classify landscapes or to establish a hierarchy. In practice, each landscape, whether considered to be outstanding, everyday or degraded, must be the subject of equal concern in landscape policies.

Landscape identification, characterisation and assessment underlie landscape quality objectives. This is why such assessment should be done with the interested parties and population concerned, and not just with specialists in landscape appraisal and operations.

Sources

Council of Europe Landscape Convention, Article 6.C: "Each Party undertakes ... to assess the landscapes ... identified, taking into account the particular values assigned to them by the interested parties and the population concerned. These identification and assessment procedures shall be guided by the exchanges of experience and methodology, organised between the Parties at international level"; **Article 6.D**: "Each Party undertakes to define landscape quality objectives for the landscapes identified and assessed, after public consultation"; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Part II.2.1**: "The term 'identification' should therefore be understood in its broad sense as the expression of this preliminary requirement; it is composed of a phase of comprehension and analysis of specific characteristics (description) and a phase of quality problem identification (assessment), which may vary according to the complexity of situations and objectives".

See also: Identification of landscapes, Landscape features/characteristics, characteristic features of a landscape.

13. Landscape features/ characteristics, characteristic features of a landscape

Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention states that the first fundamental stage in the process leading to landscape action is landscape knowledge. That knowledge is based on the identification, characterisation and assessment of landscapes.

The description of a "specific landscape" highlights the specific characteristics of that landscape in its current condition, as they result from natural and/or human factors, and from landscape driving forces. These characteristics represent, in a way, the landscape's personality.

These characteristics correspond to landscape structures (also known as landscape systems). It is therefore necessary, in order to analyse, describe and highlight them, to adopt a cross-cutting approach which lends itself best to the analysis of natural and/or human factors and their interaction, which constitute these characteristics of a "specific landscape".

Sources

Council of Europe Landscape Convention, Article 1.*a*: "'Landscape' means an area, as perceived by people, whose character is the result of the action and interaction of natural

and/or human factors;"; **Article 1.*c***: "'Landscape quality objective' means, for a specific landscape, the formulation by the competent public authorities of the aspirations of the public with regard to the landscape features of their surroundings;"; **Article 1.*d***: "'Landscape protection' means actions to conserve and maintain the significant or characteristic features of a landscape, justified by its heritage value derived from its natural configuration and/or from human activity;"; **Article 6.C**: "Each Party undertakes ... to analyse … [landscapes'] characteristics and the forces and pressures transforming them;"; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Part II.2**: "The fundamental stages in the process leading to landscape action are … knowledge of the landscapes: identification, description and assessment;".

14. Landscape policy

In accordance with the Council of Europe Landscape Convention, a landscape policy is "an expression by the competent public authorities of general principles, strategies and guidelines that permit the taking of specific measures aimed at the protection, management and planning of landscapes". The general principles, strategies and guidelines of such a policy should be directly inspired by landscape quality objectives. In this context, the drawing up of landscape quality objectives is the founding act of a landscape policy.

Thus, a landscape policy is based on general principles, strategies and guidelines and is not primarily a policy centred on intervention. It is a cross-cutting policy, not a sectoral policy, in addition to other sectoral policies, although it must include specific "instruments aimed at protecting, managing and/or planning the landscape".

A landscape policy is cross-cutting in that it defines, in particular, aims which need to be taken into account in other sectoral policies, so that landscape is integrated into all "policies with possible direct or indirect impact on landscape".

A landscape policy translates into measures and action to protect, manage and plan or to reassess landscape, which are not taken alternatively or autonomously, in terms of space or time, but in such a way as to achieve synergy with the other policies.

Every public authority has a duty to define and implement a landscape policy within its field of responsibilities and its own territory, respecting the principle of subsidiarity.

Sources

Council of Europe Landscape Convention, Article 1.*b*: "'Landscape policy' means an expression by the competent public authorities of general principles, strategies and guidelines that permit the taking of specific measures aimed at the protection, management and planning of landscapes;"; **Article 5**: "Each Party undertakes: … *b*. to establish

and implement landscape policies aimed at landscape protection, management and planning through the adoption of … specific measures … ; *c*. to establish procedures for the participation of the general public, local and regional authorities, and other parties with an interest in the definition and implementation of … landscape policies … ; *d*. to integrate landscape into its regional and town planning policies and in its cultural, environmental, agricultural, social and economic policies, as well as in any other policies with possible direct or indirect impact on landscape."; **Article 6.B**: "Each Party undertakes to promote … multidisciplinary training programmes in landscape policy, protection, management and planning …"; **Article 6.E**: "To put landscape policies into effect, each Party undertakes to introduce instruments aimed at protecting, managing and/or planning the landscape."; **Article 11**: "The Landscape award of the Council of Europe is a distinction which may be conferred on local and regional authorities and their groupings that have instituted, as part of the landscape policy of a Party to this Convention, a policy or measures to protect, manage and/or plan their landscape …"; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Part I.4**: "From the operational viewpoint, the convention presupposes: – the drawing up of specific landscape policies and concurrently the systematic inclusion of the landscape dimension in all sectoral policies that have a direct or indirect influence on changes to the territory. Landscape is therefore not additional to other themes but is an integral part of them; – a transition from a policy based only on protecting a territory's features and parts recognised as outstanding to a policy based on the quality of all living surroundings, whether outstanding, everyday or degraded; – a definition of and experience with new forms of collaboration between the various bodies and the various levels of administration; – a new approach to observing and interpreting landscape, which should henceforth: - view the territory as a whole (and no longer just identify places to be protected); - include and combine several approaches simultaneously, linking ecological, archaeological, historical, cultural, perceptive and economic approaches; - incorporate social and economic aspects."; **Recommendation Rec(2002)1 of the Committee of Ministers to the member states on the Guiding Principles for Sustainable Spatial Development of the European Continent, Appendix V.1.50**: "Spatial development policy can contribute to protecting, managing and enhancing landscapes by adopting appropriate measures, in particular by organising better interactions between various sectoral policies with regard to their territorial impacts. Appropriate measures in the field of landscape protection include: – the integration of landscape development into spatial planning as well as into sectoral policies ; – the examination and general assessment of landscapes ... ; the implementation of integrated policies aimed at simultaneously protecting, managing and planning landscapes; – the consideration of landscape development in international programmes; – stronger cross-border, transnational and inter-regional co-operation; – the strengthening of the awareness of people, private organisations and territorial authorities of the value of landscapes; – the stronger integration of landscape development into training programmes".

See also: Landscape quality objectives, Subsidiarity principle.

15. Landscape quality objectives

The Council of Europe Landscape Convention defines the drawing up of landscape quality objectives as: "the formulation by the competent public authorities of the aspirations of the public with regard to the landscape features of their surroundings". So, in order for such objectives to be drawn up, it is necessary to identify what a "specific landscape" is.

One of the major innovations brought by the Council of Europe Landscape Convention is the way in which it considers landscape no longer as an almost abstract concept, without any defined position in terms of territory, but as a spatial reality which may be identified, that is, located, the outline of which may be traced, and which has a name. Each landscape has its own spatial, temporal and social scale, which determines the scale of its own landscape policy, and therefore the scale of protection, management and planning action. For the purposes of landscape identification and assessment, the term "landscape unit" is often used.

It is because people have a perception of their territory (definition of landscape) that they are capable of evaluating it, namely, of applying to this area "as perceived by people" value systems which underlie landscape assessment. This evaluation by the population enables people to voice their aspirations, the expression of which in the form of landscape quality objectives is the basic principle of landscape policies and of specific measures with a view to landscape protection, management and planning.

It is important that information about landscape quality objectives should be provided to civil society in general, private organisations and public authorities, and that their awareness of these objectives should be raised.

Landscape quality objectives are the "common feature" of the four "fundamental stages in the process leading to landscape action" defined by Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention: knowledge of landscapes; definition of landscape quality objectives; attainment of those objectives by protection, management and planning; monitoring of changes and evaluation of the effects of policies.

Sources

Council of Europe Landscape Convention, Article 1.*c*: "'Landscape quality objective' means, for a specific landscape, the formulation by the competent public authorities of the aspirations of the public with regard to the landscape features of their surroundings;"; **Article 6.D**: "Each Party undertakes to define landscape quality objectives for the landscapes identified and assessed, after public consultation"; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Part II.2**: "The fundamental stages in the process leading to landscape action are: – knowledge of the landscapes: identification, description and assessment; – definition of landscape quality objectives; – attainment of these objectives by protection, management and planning over a period of time (exceptional actions and measures and ordinary actions and measures); – monitoring of changes, evaluation of the effects of policies, possible redefinition of choices….."; **Appendix 1.2**: "1. In accordance with the results of the knowledge acquired through activities focusing on the entire territory (identification and characterisation) clearly-defined and demarcated 'landscape units' should be identified".

See also: Landscape policy.

16. Taking note of landscape changes

All landscape policies should set objectives based on knowledge of the landscape. That knowledge concerns not only the tangible, but also the social and cultural aspects of landscapes, as well as "the forces and pressures transforming them".

A landscape policy should not only monitor and evaluate the effects of action taken for the purposes of landscape quality objectives, which is a human factor, but also monitor the effects of changes in natural and cultural factors.

It should be noted that the population's aspirations where the landscape is concerned also change under the effects of landscape protection, management and planning decisions, and on account of society's changing social and cultural values. Monitoring and evaluation are thus an ongoing and dynamic process which permanently accompanies landscape policies.

The Council of Europe Landscape Convention notes that landscapes change constantly under the influence of "developments in agriculture, forestry, industrial and mineral production techniques and in regional planning, town planning, transport, infrastructure, tourism and recreation and, at a more general level, changes in the world economy". This is why it undertakes to "analyse … the forces and pressures transforming them [and] to take note of changes".

To this end, it may prove appropriate to introduce landscape programmes, observatories, centres or institutes, making such observation possible on the basis of appropriate research protocols and involving the use of various kinds of indicators. The aim of these observatories, centres and institutes is also to

collect and exchange information about landscape-related policies and experience, and to develop tools or other initiatives for the implementation and monitoring of landscape policies.

A landscape observatory, centre or institute is a tool in the service of a landscape policy; it may be the responsibility of a specific body. Public authorities, scientific bodies or representatives of the local population may initiate its setting-up process. It may be managed by specific groups comprising public authorities, scientific bodies and representatives of the local population.

Monitoring and evaluation may also make use of landscape indicators, provided that those indicators concern not only the tangible but also the intangible aspects of landscape. Such indicators may also be useful for the monitoring and evaluation of numerous sectoral policies.

Sources

Council of Europe Landscape Convention, Preamble: "Noting that developments in agriculture, forestry, industrial and mineral production techniques and in regional planning, town planning, transport, infrastructure, tourism and recreation and, at a more general level, changes in the world economy are in many cases accelerating the transformation of landscapes;"; **Article 6.C**: "Each Party undertakes ... ii. to analyse ... [landscapes'] characteristics and the forces and pressures transforming them; [and] iii. to take note of changes [to its landscapes];"; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Part I.1.G**: "All action taken to define, implement and monitor landscape policies should be preceded and accompanied by procedures for participation by members of the public and other relevant stakeholders, with the aim of enabling them to play an active role in formulating, implementing and monitoring landscape quality objectives."; **Appendix 1**: "10. Observatories, centres or institutes. The strong forces surrounding contemporary landscapes and the many problems connected with landscape protection, management and planning necessitate continuous observation and a forum for exchanging information; the creation of landscape observatories, centres or institutes could prove useful for this purpose. Such observatories, centres or institutes would allow observation on the basis of appropriate study protocols employing a range of indicators; they would also allow for the collection and exchange of information on policies and experience. They could be independent or part of a broader observation system. These landscape observatories, centres or institutes could be set up at various levels – local, regional, national, international – employing interlocking observation systems, and providing the opportunity for ongoing exchanges. Thanks to these bodies, it should be possible to: – describe the condition of landscapes at a given time; – exchange information on policies and experience concerning protection, management and planning, public

participation and implementation at different levels; – use and, if necessary, compile historical documents on landscapes which could be useful for knowing how the landscapes concerned have developed (archives, text, photographs, etc.); – draw up quantitative and qualitative indicators to assess the effectiveness of landscape policies; – furnish data leading to an understanding of trends and to forecasts or forward-looking scenarios. Exchanges of information and experience between states, regions and territorial communities, which already take place, should be based on exemplarity but should always be set against the political, social, ecological and cultural context of the original landscape. The choice of the composition of observatories is a matter for the administrative bodies concerned but should allow for collaboration between scientists, professionals and technicians from the public authorities and the public."

See also: Driving forces, pressures, changes.

17. Natural areas, natural factors

For the parties to the United Nations Convention on Biological Diversity, the objectives of a biodiversity policy are "the conservation of biological diversity, the sustainable use of its components and the fair and equitable sharing of the benefits arising out of the utilization of genetic resources".

Landscape is a broader concept perceived by people in its entirety as a system of interaction between natural and/or human factors.

However, in order to define and implement a landscape policy, it is necessary to draw on knowledge from different disciplines. Among these, life sciences and Earth sciences, and particularly landscape ecology, provide worthwhile input for decision making. The International Association for Landscape Ecology, for example, considers landscape ecology to be the study of spatial variation in landscapes at a variety of scales. It includes the biophysical and societal causes and consequences of landscape heterogeneity. Above all, it is broadly interdisciplinary.

Certain concepts of landscape ecology, such as the concept of ecological fragmentation, fuel discussions about the consistency of a landscape and its interaction with other landscapes. In return, knowledge of landscapes makes a major contribution to landscape ecology, especially because the spatial and temporal dimension of landscapes determines an original scale appropriate to the current challenges of spatial planning.

Furthermore, the Council of Europe Landscape Convention refers to the concepts of ecology in its preamble, and to "natural configuration" in Article 1.*d*.

Sources

Council of Europe Landscape Convention, Preamble: "...landscape has an important public interest role in the cultural, ecological, environmental and social fields"; **Article 1.*a***: "'Landscape' means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors;"; **Article 1.*d***: "'Landscape protection' means actions to conserve and maintain the significant or characteristic features of a landscape, justified by its heritage value derived from its natural configuration and/or from human activity;"; **Article 2**: " … this Convention applies to the entire territory of the Parties and covers natural, rural, urban and peri-urban areas."; **United Nations Convention on Biological Diversity (Rio de Janeiro, 1992), Article 1**: "The objectives of this Convention, to be pursued in accordance with its relevant provisions, are the conservation of biological diversity, the sustainable use of its components and the fair and equitable sharing of the benefits arising out of the utilization of genetic resources, including by appropriate access to genetic resources and by appropriate transfer of relevant technologies, taking into account all rights over those resources and to technologies, and by appropriate funding."

See also: Landscape.

18. Outstanding landscape, everyday landscape, degraded landscape

The Council of Europe Landscape Convention applies three adjectives to landscapes in its Preamble and Article 2: outstanding, everyday and degraded. However, it does not recognise a hierarchy between landscapes which would serve as a basis for a hierarchy of activities. On the contrary, it calls for a comprehensive landscape policy covering all kinds of environments and areas.

Furthermore, evaluations of what is outstanding, everyday and degraded vary and change in different places at different times. A particular landscape may be considered degraded in a particular geographical, cultural or economic situation, but be regarded as outstanding in another situation. Elements of one and the same landscape may also be considered outstanding, everyday or degraded.

The outstanding, everyday or degraded nature of landscapes is related to the "particular values assigned to them by the interested parties and the population concerned", which are highlighted during landscape identification, characterisation and assessment operations.

Outstanding landscapes

Outstanding landscapes are those to which the population has assigned a heritage value. This is why they are usually the subject of protection at the most appropriate level (national, regional or local). Such protection does not

have the effect of preserving these landscapes in a given state, for every landscape changes.

Everyday landscapes

Everyday landscapes are usually those corresponding to most surroundings where people live. They change constantly as a result of the effects of social, economic and environmental developments. The values assigned to them by the population are linked primarily to individual and social well-being. This is why they are usually the subject of management at the most appropriate level (national, regional or local).

Degraded landscapes

Degraded landscapes are those to which the population no longer assigns positive values, and which therefore no longer have a role to play. This is why they are usually the subject of planning at the most appropriate level (national, regional or local).

Degradation of a landscape may be caused by its "loss of usefulness" or abandonment. When we speak of loss of usefulness, we refer to a landscape which no longer has the role that it previously played for the population, leading people to take a negative view of the landscape which forms their surroundings. In the event of abandonment, the landscape becomes an industrial, commercial, tourist, urban or agricultural wasteland or consists of infrastructure no longer in use.

Degradation of a landscape may be a result of simplification, namely, the loss of the character and values of the landscape concerned, which had underpinned the population's identity. Then the population no longer has a clear perception of that landscape.

Degradation of a landscape may be due to a loss of consistency. This may be referred to as fragmentation. Such a degraded landscape is no longer perceived as a set of interacting features, but as the sum of a number of fragments of land without social, cultural or natural links between them.

Degradation of a landscape may also be a consequence of a natural or technological disaster (pollution, fires, flooding, landslides, etc.). The extent of the disaster may radically alter the natural and/or human factors which shaped a landscape and leave a "desolation landscape" which may take a very long time, or even be impossible, to restore.

It should nevertheless be pointed out that some degraded landscapes may be significant evidence of a territory's history, and therefore correspond to "particular values assigned to them by the interested parties and the population concerned". This is why, for example, several mining, industrial and war-related sites are now included on the World Heritage List.

Sources

Council of Europe Landscape Convention, Preamble: "Acknowledging that the landscape is an important part of the quality of life for people everywhere: in urban areas and in the countryside, in degraded areas as well as in areas of high quality, in areas recognised as being of outstanding beauty as well as everyday areas;"; **Article 2:** The Convention "concerns landscapes that might be considered outstanding as well as everyday or degraded landscapes."; **Article 6.C**: "Each Party undertakes … to assess the landscapes thus identified, taking into account the particular values assigned to them by the interested parties and the population concerned."; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Part I.4**: "From the operational viewpoint, the convention presupposes ... a transition from a policy based only on protecting a territory's features and parts recognised as outstanding to a policy based on the quality of all living surroundings, whether outstanding, everyday or degraded;"; **Part I.5**: Landscape planning "also covers the rehabilitation of degraded land (mines, quarries, landfills, wasteland, etc.) so that they meet the stipulated landscape quality objectives. Landscape action is a combination of protection, management and planning conducted over one and the same territory: certain parts and features can be protected, others, particularly processes, should be managed and still others should be intentionally adapted."; **Spatial development glossary of the European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT), "Brownfield land"**, page 8: "Brownfield land is land previously used for industrial purposes or certain commercial uses and that may be contaminated by low concentrations of hazardous waste or pollution and has the potential to be re-used once it is cleaned up. Sometimes, the concept of brownfield land is also used for designating areas which were previously developed and have become obsolete, but are not necessarily contaminated. Generally, brownfield sites exist in a town's industrial section, on land containing abandoned factories or commercial buildings, or other previously polluting operations. Small brownfields may also be found in many older residential neighbourhoods with dry cleaning establishments, gas stations, etc. While many contaminated brownfields were unused for decades, emphasis has recently been put on their de-contamination and rehabilitation for other uses as demand for developable land is permanently growing."

See also: Value of landscapes, Role of landscape, Surroundings.

19. Peri-urban areas

Peri-urban areas are an evidence of urban sprawl, meaning urbanisation which goes beyond the need to accommodate new populations, new economic activities and new infrastructure or facilities. Generally speaking, villages, towns and cities are accompanied by peri-urban areas, usually, together with urban and rural areas, constituting components of a "specific landscape".

Peri-urban areas have, throughout history, been both a result and evidence of a dynamic urban process. The question of peri-urban areas causes concern today, because economic and social changes are speeding up and intensifying landscape changes on ever-greater scales.

Landscapes in peri-urban areas are often considered to be degraded. Hence the frequent need to arrange studies and planning specific to such areas, without losing sight of the other component parts of the landscape concerned, namely urban and rural areas.

Sources

Council of Europe Landscape Convention, Article 2: "...this Convention applies to the entire territory of the Parties and covers natural, rural, urban and peri-urban areas."; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Part I.2**: "Attention is focused on the territory as a whole, without distinguishing between the urban, peri-urban, rural and natural parts, or between parts that may be regarded as outstanding, everyday or degraded; it is not limited to cultural, artificial and natural elements: the landscape forms a whole whose constituent parts are considered simultaneously in their interrelations."; **Part II.2.2**: "Certain urban development themes and problems, which should be categorised according to the particular features of the different areas,

may be the subject of specific instructions and regulations and may be mentioned as topics for special landscape studies: for example, town approaches, urban fringe, peri-urban areas, linear links between historic centres (ribbon developments) and so on."; **Spatial development glossary of the European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT), "Peri-urban areas"**, page 19: "Peri-urban areas are areas that are in some form of transition from strictly rural to urban. These areas often form the immediate urban-rural interface and may eventually evolve into being fully urban. Peri-urban areas are places where people are key components: they are lived-in environments. The majority of peri-urban areas are on the fringe of established urban areas, but they may also be clusters of residential development within rural landscapes. Peri-urban areas are most frequently an output of the process of suburbanisation or urban sprawl."

See also: Area/territory, Value of landscapes, Driving forces, pressures, changes.

20. Public/population concerned

The Council of Europe Landscape Convention makes no distinction between the general public and the population.

In practice, the population is at the very heart of the definition of landscape: the landscape exists through people's perception of it, so the population is concerned. Whether it be people who live in a "specific landscape", those who used to live there and are attached to it, people who pass through it or people planning to go there, they all have their own "claim", and they all have "rights and responsibilities" with regard to the landscape.

This claim and these rights and responsibilities are expressed through the active role that the population (the general public) plays in the identification, characterisation and assessment of landscapes, in the drafting of landscape quality objectives and in the devising and implementation, as well as the monitoring, of landscape policies.

Sources

Council of Europe Landscape Convention, Preamble: "Wishing to respond to the public's wish to enjoy high quality landscapes and to play an active part in the development of landscapes;"; **Article 5.*c***: "Each Party undertakes … to establish procedures for the participation of the general public, local and regional authorities, and other parties with an interest in the definition and implementation of ... landscape policies"; **Article 6.C**: "With the active participation of the interested parties ... , each Party undertakes: *a*.i. to identify its own landscapes; ii. to analyse their characteristics and the forces and pressures transforming them; iii. to take note of changes; *b*. [and] to assess the landscapes

thus identified, taking into account the particular values assigned to them by the interested parties and the population concerned."; **Article 6.D**: "Each Party undertakes to define landscape quality objectives for the landscapes identified and assessed, after public consultation"; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Part I.1.G**: "All action taken to define, implement and monitor landscape policies should be preceded and accompanied by procedures for participation by members of the public and other relevant stakeholders, with the aim of enabling them to play an active role in formulating, implementing and monitoring landscape quality objectives."; **Part I.3**: "The landscape in which they live is the result of many change-producing actions resulting from the activity of various stakeholders in territorial processes in highly varied ways and on differing scales of time and space."; **Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters (Aarhus, 1998), Article 2**: "4. 'The public' means one or more natural or legal persons, and, in accordance with national legislation or practice, their associations, organizations or groups. 5. 'The public concerned' means the public affected or likely to be affected by, or having an interest in, the environmental decision-making; for the purposes of this definition, non-governmental organizations promoting environmental protection and meeting any requirements under national law shall be deemed to have an interest."

See also: Interested parties.

21. Role of landscape

The Council of Europe Landscape Convention does not consider landscape to be something established and existing independently of society.

The preamble to the convention specifies the roles assigned to landscape, particularly for the consolidation of identities.

Fundamentally, landscape, a key element of individual and social well-being, has the role of contributing to human fulfilment. More specifically, its functions are to play an important part in the population's quality of life, to support the better exercise of democracy and to be a resource encouraging economic activity.

Sources

Council of Europe Landscape Convention, Preamble: "...landscape contributes to the formation of local cultures and ... is a basic component of the European natural and cultural heritage, contributing to human well-being and consolidation of the European identity; Aware, in general, of the importance of the landscape at global level as an essential component of human being's surroundings;"; **Article 6.A**: "Each Party undertakes to increase awareness among the civil society, private organisations, and public authorities of the value of landscapes, their role and changes to them."; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Part II.2.2**: "Certain natural and/or historic elements of places may be given particular attention in order to preserve their specific role, particular historical meaning, and environmental and other potential".

See also: Awareness raising, participation, consultation, Value of landscapes.

22. Rural areas

Rural areas are typified by low population density and by their character and activities connected mainly with agriculture and forestry. Nowadays there are new rural areas characterised by homes, tourist activities, major facilities and renewable energy production.

Rural areas are often regarded by city-dwellers as "countryside", as opposed to towns and cities, although the economy of many rural areas often depends on economic decisions taken in faraway cities.

Rural landscapes comprise more than just rural areas, but their main features are connected with the landscape structures created and managed by agricultural or forestry systems.

A landscape policy should take account of the interaction between the different areas, urban, peri-urban and rural, and should encompass the aspirations of the people who live there.

Sources

Council of Europe Landscape Convention, Article 2: "...this Convention applies to the entire territory of the Parties and covers natural, rural, urban and peri-urban areas."; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Part I.2**: "Attention is focused on the territory as a whole, without distinguishing between the urban, peri-urban, rural and natural parts, or between parts that may be regarded as outstanding, everyday or degraded; it is not limited to cultural, artificial and natural elements: the landscape forms a whole whose constituent parts are considered simultaneously in their interrelations."; **Spatial development glossary of the European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT), "Rural area/**

Countryside", page 23: "Rural areas are sparsely settled areas without significant large city or town. The countryside refers to certain forms of landscapes and land uses where agriculture and natural areas play an important part. Rural areas are more and more diverse, as far as their economic base is concerned. While agriculture still plays an important part in numerous rural areas, other sources of income have developed such as rural tourism, small scale manufacturing activities, residential economy (location of retirees), production of renewable energy, etc. Many rural areas are multifunctional and a number of them are under the influence of metropolitan areas and large cities as a result of ever improved transport and communication facilities."; **Resolution 128 (2002) of the Congress of Local and Regional Authorities of Europe on the problems of Europe's countryside**, item 12: "The local economies of many rural areas have become narrow and relatively weak, with an over-dependence upon economic decisions made in distant cities;".

See also: Area/territory.

23. Subsidiarity principle

According to the subsidiarity principle, the level at which decisions and action are taken should be the most appropriate one for the definition and implementation of policies, including those on landscape.

Subsidiarity is defined as descending when the decision-taking level is closest to the public, namely, the local level. It is described as ascending when a decision is entrusted to a higher authority, whose understanding of the issues and implementation of solutions are the most appropriate.

The subsidiarity principle does not define a scale of values for decisions, with the highest authorities taking the best decisions. It defines the best level of relevance for the taking of the decision, namely the most appropriate administrative level. The level of action relating to landscapes which seems most appropriate is that of the "specific landscape", since it is at that level that the landscape quality objectives have to be set.

Also according to the subsidiarity principle, if the planned action cannot be carried out satisfactorily at the most local level, it must be done at a higher administrative level. The subsidiarity principle underlies the multi-level governance necessary for a good landscape policy, and is frequently considered to be the fourth pillar of sustainable development.

Sources

Council of Europe Landscape Convention, Article 4: "Each Party shall implement this Convention, in particular Articles 5 and 6, according to its own division of powers, in

conformity with its constitutional principles and administrative arrangements, and respecting the principle of subsidiarity"; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Part II.1**: "Competences should be allocated to the different administrative levels in line with the subsidiarity principle, which requires that action should be taken as close to the population as possible. However, higher administrative levels may assume the tasks of guidance and co-ordination where these are not dealt with at local level (e.g. guidance, co-ordination, specialist data banks, national and regional planning policies and instruments, etc.) or where this would lead to greater efficiency."; **Spatial development glossary of the European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT), "Administrative level"**, page 8: "Administrative levels correspond to the territorial/administrative units where public administrations are established, independently from the existence or not of elected bodies at the corresponding levels. In the various European States, three or four administrative levels generally exist. Rather frequently, state and decentralised (regional, municipal) administrations co-exist at certain levels. There, where various administrative levels depend upon a single governmental level (elected body), they are generally organised in a hierarchical way."; **Consolidated version of the Treaty on European Union (2012), Article 5.2**: "Under the principle of subsidiarity, in areas which do not fall within its exclusive competence, the Union shall act only if and in so far as the objectives of the proposed action cannot be sufficiently achieved by the Member States, either at central level or at regional and local level, but can rather, by reason of the scale or effects of the proposed action, be better achieved at Union level."

See also: Competent authorities, Co-operation between the Parties, Interested parties, Surroundings.

24. Surroundings

The term "surroundings" designates the material, social, economic and cultural conditions in which people live. Individual and social well-being, where the landscape "is a key element", is closely linked to the quality of the surroundings in which people live. Landscape and surroundings are two closely related concepts. As is emphasised in Committee of Ministers Recommendation CM/Rec(2008)3 to member states on the guidelines for the implementation of the European Landscape Convention, "the parties do not always recognise the link between landscape and their daily lives".

Surroundings and landscape correspond to two different scales on which territory is perceived: "landscape" as "an area, as perceived by people" is related to a concern for collective well-being, that of those people. The word used for "surroundings" in several languages means "vicinity" or "neighbourhood". The "landscape features of [the] surroundings" correspond more to individual well-being, also considering the social relations of proximity.

In order for a landscape policy to be able to take account of every scale of the complexity of the interaction between landscape and surroundings, it is necessary to make use of shared and innovative forms of planning and management of socio-spatial dynamics. The adoption of a mutually agreed set of objectives has to be negotiated, and those responsibilities which are shared have to be defined.

Sources

Council of Europe Landscape Convention, Preamble: "Aware, in general, of the importance of the landscape at global level as an essential component of human being's surroundings;"; **Article 1.*a***: "'Landscape' means an area, as perceived by people, whose

character is the result of the action and interaction of natural and/or human factors;"; **Article 1.*c***: "'Landscape quality objective' means, for a specific landscape, the formulation by the competent public authorities of the aspirations of the public with regard to the landscape features of their surroundings;"; **Article 5.*a***: "Each Party undertakes: ... to recognise landscapes in law as an essential component of people's surroundings"; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Part II.2.3.B**: "The need to make civil society, private organisations and public authorities aware of the value of landscapes, their role and changes in them does not mean that these bodies are not sensitive to the quality of the places where people have their lives (their *cadre de vie*). It in fact means that existing sensitivities are not always in working order and that the parties do not always recognise the link between landscape and their daily lives. Awareness raising is therefore a way of making clear the relations that exist between people's *cadre de vie,* the activities pursued by all parties in the course of their daily lives and the characteristics of the natural environment, housing and infrastructure."; **Resolution No. 2 (2006) of the CEMAT on Territorial governance: empowerment through enhanced co-ordination, 1.*a***: " Territorial governance may be seen as the way in which the territories of a national state are administered and [spatial development] policies implemented ... . Territorial governance can be further understood as the emergence and implementation of innovative shared forms of planning and managing socio-spatial dynamics ... Sound territorial governance aims to manage territorial dynamics by indicating the spatial consequences of policies planned by the public and private sector. It aims to negotiate commonly agreed objectives and a framework of shared responsibilities by the use of spatial development strategies and policies."

See also: Subsidiarity principle, Outstanding landscape, everyday landscape, degraded landscape.

25. Sustainable landscape protection, management and planning

It should be noted that, from an operational viewpoint, the convention implies equal attention to the quality of all landscapes, whether outstanding, everyday or degraded. Consequently, landscape protection, management and planning are not alternatives, but the three operational aspects of one and the same landscape policy.

Landscape protection

According to the Council of Europe Landscape Convention, landscape protection "means actions to conserve and maintain the significant or characteristic features of a landscape, justified by its heritage value derived from its natural configuration and/or from human activity". It concerns in particular landscapes "considered outstanding", in respect of which it does not seek to halt the passage of time or to restore their lost natural or man-made character; it may, on the other hand, guide the way in which sites change in order to pass on to future generations the heritage value which was the reason for their protection.

Landscape management

According to the Council of Europe Landscape Convention, landscape management "means action, from a perspective of sustainable development, to ensure the regular upkeep of a landscape, so as to guide and harmonise

changes which are brought about by social, economic and environmental processes". It concerns first and foremost "everyday landscapes", which constitute surroundings where people live. Landscape management continues over time and aims to orient the forces and activities likely to alter the landscape, in accordance with landscape quality objectives.

The activities possible in the context of landscape management should be adjusted to changes in the social, economic and natural situation. Landscape management is in this sense a "spatial development project" taking account of public aspirations, the historical context, spatial features and the safeguarding of access to natural resources.

Landscape planning

According to the Council of Europe Landscape Convention, landscape planning "means strong forward-looking action to enhance, restore or create landscapes". Landscape planning is based on a set of forward-looking activities.

It concerns, *inter alia*, the reassessment of degraded landscapes, and particularly wasteland. Major developments which meet society's new needs (including transport systems and renewable energy sources) may in fact comprise landscape planning.

Such activities are usually subjected to an environmental impact assessment. In these cases, the relevance threshold of impact studies is reached. In fact, such studies were initially devised to keep negative impacts on the environment and on landscapes under control, and not as tools to use when designing a project with positive effects on the environment and on landscapes.

Sources

Council of Europe Landscape Convention, Preamble: "Noting that the landscape has an important public interest role in the cultural, ecological, environmental and social fields, and constitutes a resource favourable to economic activity and whose protection, management and planning can contribute to job creation; … Believing that the landscape is a key element of individual and social well-being and that its protection, management and planning entail rights and responsibilities for everyone; … Acknowledging that the quality and diversity of European landscapes constitute a common resource, and that it is important to co-operate towards its protection, management and planning; Wishing to provide a new instrument devoted exclusively to the protection, management and planning of all landscapes in Europe; Wishing to enable the application of the values and principles formulated in the Convention to non-European States who so desire";

Article 1.*b*: "'Landscape policy' means an expression by the competent public authorities of general principles, strategies and guidelines that permit the taking of specific measures aimed at the protection, management and planning of landscapes;"; **Article 1.*d***: "'Landscape protection' means actions to conserve and maintain the significant or characteristic features of a landscape, justified by its heritage value derived from its natural configuration and/or from human activity;"; **Article 1.*e*:** "'Landscape management' means action, from a perspective of sustainable development, to ensure the regular upkeep of a landscape, so as to guide and harmonise changes which are brought about by social, economic and environmental processes;"; **Article 1.*f***: "'Landscape planning' means strong forward-looking action to enhance, restore or create landscapes."; **Article 3**: "The aims of this Convention are to promote landscape protection, management and planning, and to organise co-operation between the Parties."; **Article 5.*b***: "Each Party undertakes … to establish and implement landscape policies aimed at landscape protection, management and planning"; **Article 6.B**: "Each Party undertakes to promote … *b*. multidisciplinary training programmes in landscape policy, protection, management and planning …; *c*. school and university courses which, in the relevant subject areas, address the values attaching to landscapes and the issues raised by their protection, management and planning."; **Article 6.E**: "To put landscape policies into effect, each Party undertakes to introduce instruments aimed at protecting, managing and/or planning the landscape."; **Article 11.1**: " The Landscape award of the Council of Europe is a distinction which may be conferred on local and regional authorities and their groupings that have instituted, as part of the landscape policy of a Party to this Convention, a policy or measures to protect, manage and/or plan their landscape, which have proved lastingly effective and can thus serve as an example to other territorial authorities of the Parties. The distinction may be also conferred on non-governmental organisations having made particularly remarkable contributions to landscape protection, management or planning"; **Article 12**: "The provisions of this Convention shall not prejudice stricter provisions concerning landscape protection, management and planning contained in other existing or future binding national or international instruments."; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention, Part I.2**: "The concept of sustainable development is understood as fully integrating the environmental, cultural, social and economic dimensions in an overall and integrated fashion, that is, by applying them to the entire territory."; **Part I.4**: "From the operational viewpoint, the convention presupposes ... a transition from a policy based only on protecting a territory's features and parts recognised as outstanding to a policy based on the quality of all living surroundings, whether outstanding, everyday or degraded;"; **Part I.5**: "Management of landscape is a continuing action aimed at influencing activities liable to modify landscape. It can be seen as a form of adaptive planning which itself evolves as societies transform their way of life, their development and surroundings. It can also be seen as a territorial project, which takes account of new social aspirations, anticipated changes in biophysical and cultural characteristics and access to natural resources. … Landscape planning may be regarded in the same way as a territorial project and concerns forms of change that can anticipate

new social needs by taking account of ongoing developments. It should also be consistent with sustainable development and allow for the ecological and economic processes that may occur in the medium and long terms. Planning also covers the rehabilitation of degraded land (mines, quarries, landfills, wasteland, etc.) so that they meet the stipulated landscape quality objectives. Landscape action is a combination of protection, management and planning conducted over one and the same territory: certain parts and features can be protected, others, particularly processes, should be managed and still others should be intentionally adapted."; **Part II.2.3**: "The certainty that strengthening the relationship between the population and its living surroundings underpins sustainable development affects the whole process of landscape policy definition."; **Spatial development glossary of the European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT), "Landscape planning"**, page 16: "Landscape planning is an activity involving both public and private professionals, aiming at the creation, conservation, enhancement and restoration of landscapes at various scales, from greenways and public parks to large areas, such as forests, large wilderness areas and reclamation of degraded landscapes such as mines or landfills. Landscape planning encompasses a variety of skills, such as landscape architecture and design, nature conservation, knowledge of plants, ecosystems, soil science, hydrology, cultural landscapes, etc. The provisions of the European Landscape Convention are important guidelines for the content and procedures of landscape planning."; **"Spatial development projects"**, page 24: "Spatial development projects are projects generated or controlled by public bodies which contribute positively to territorial development at different scales. Spatial development projects may comprise infrastructure works, the economic promotion and development of specific areas, urban rehabilitation measures, the restoration of damaged ecosystems, etc. …"; **Council of Europe Framework Convention on the Value of Cultural Heritage for Society (Faro, 2005), Article 9**: "To sustain the cultural heritage, the Parties undertake to ... define and promote principles for sustainable management, and to encourage maintenance;"; **Report of the World Commission on Environment and Development** "**Our Common Future" (United Nations, 1987)**: "Sustainable development seeks to meet the needs of the present without compromising the ability to meet those of the future".

26. Urban environments, urban areas

Urban areas are characterised by their dense population and the high density of their built-up zones and transport networks, as well as by their intense and diverse social and economic relationships.

For all that, these urban areas are not closed off; they interact significantly with other areas, whether peri-urban, rural or natural. This spatial continuity leads to continuity effects among the different landscapes identified, characterised and assessed.

Landscape policies defined for a landscape of an urban character necessarily take account of adjoining landscapes, whether urban, peri-urban, rural or natural.

The scientific concepts and methods used to identify, characterise and assess urban landscapes are not fundamentally different from those applied to peri-urban, rural or natural landscapes, nor from the principles on protection, management and planning. However, they are adjusted to the specific features of the urban context to which they are applied.

Sources

Council of Europe Landscape Convention, Preamble: "...the landscape is an important part of the quality of life for people everywhere: in urban areas and in the countryside"; **Article 2**: "...this Convention applies to the entire territory of the Parties and covers natural, rural, urban and peri-urban areas."; **Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the**

European Landscape Convention, Part II.2.2: "Certain urban development themes and problems, which should be categorised according to the particular features of the different areas, may be the subject of specific instructions and regulations and may be mentioned as topics for special landscape studies: for example, town approaches, urban fringe, peri-urban areas, linear links between historic centres (ribbon developments) and so on."; **Spatial development glossary of the European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT), "Urban area"**, page 31: "An urban area is an area which physically forms part of a town or city and is characterised by an important share of built-up surfaces, high density of population and employment and significant amounts of transport and other infrastructure (as opposed to rural areas). Urban areas may also comprise non built-up, green areas generally used for recreational purposes by urban dwellers."

See also: Area/territory.

27. Value of landscapes

The term "value" is often used in respect of landscapes without its meaning being specified. The landscape bears within it different values, or to be more precise value systems, either obvious or needing to be highlighted. Sometimes the different values clash with each other.

The economic value of a landscape is usually understood in monetary terms that are calculated in terms of the cash flow generated but it may also be non-monetary when benefits to the landscape are obtained without money changing hands. Then the landscape is regarded as a common good, from which everyone should be able to benefit freely without affecting its quality or availability.

The value of a landscape may be economic, whether directly through the jobs involved in its protection, management and planning, or more indirectly through its contribution to the tourist industry.

The landscape also bears within it a system of social values, which sometimes have to be highlighted through awareness-raising activities. The landscape's social values are tied to its importance for quality of life, health, and to its contribution to the creation of local cultures. Being central to the procedures for public participation in the devising and implementation of landscape policies, the landscape generates a high social "added value".

The Council of Europe Landscape Convention gives special attention to the "particular values" assigned to landscapes by the population. In practice, these values are part of the foundations on which landscape quality objectives, and therefore landscape policies, are built. It should be noted that these social values are not rigid, and change not only as landscapes and the perception thereof change, but also under the effects of landscape policies.

The landscape bears within it a third value system of heritage values as "a basic component of the European natural and cultural heritage". Landscape retains tangible or symbolic traces of local, regional, national and international history. On every scale, these traces are evidence of the exceedingly high degree of interpenetration of cultures. The highlighting of this history through landscape protection, management and planning contributes to human well-being and to the consolidation of the Council of Europe's founding principles. The importance of the landscape appears evident as an essential component of humans' surroundings.

Landscape is also a common good in itself.

Sources

Council of Europe Landscape Convention, Preamble: "...the landscape contributes to the formation of local cultures and ... is a basic component of the European natural and cultural heritage"; **Article 1**: "'Landscape protection' means actions to conserve and maintain the significant or characteristic features of a landscape, justified by its heritage value derived from its natural configuration and/or from human activity;"; **Article 6.A**: "Each Party undertakes to increase awareness among the civil society, private organisations, and public authorities of the value of landscapes, their role and changes to them."; **Article 6.B**: "Each Party undertakes to promote ... school and university courses which ... address the values attaching to landscapes"; **Article 6.C**: "...Each Party undertakes ... to assess the landscapes … identified, taking into account the particular values assigned to them by the interested parties and the population concerned."; **Council of Europe Framework Convention on the Value of Cultural Heritage for Society (Faro, 2005), Preamble**: "Recognising the need to put people and human values at the centre of an enlarged and cross-disciplinary concept of cultural heritage; … "; **Article 2**: "...cultural heritage is a group of resources inherited from the past which people identify ... as a reflection and expression of their constantly evolving values, beliefs, knowledge and traditions."; **Article 7**: "The Parties undertake ... to establish processes for conciliation to deal equitably with situations where contradictory values are placed on the same cultural heritage by different communities;"; **Article 8**: "The Parties undertake to utilise all heritage aspects of the cultural environment to ... promote the objective of quality in contemporary additions to the environment without endangering its cultural values."

See also: Public / population concerned, Interested parties.

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The Council of Landscape Convention applies to the whole territory of the parties and covers natural, rural, urban and peri-urban areas. It concerns landscapes that can be considered as outstanding, as well as everyday landscapes and degraded landscapes. The parties to the convention undertake to promote the protection, management and planning of these landscapes and to develop international co-operation in order to enhance the effectiveness of measures taken under the convention.

Recommendation CM/Rec(2013)4 of the Committee of Ministers to member States on the European Landscape Convention Information System of the Council of Europe and its glossary recommend that the parties to the convention use the Information System with its glossary, in the framework of their co-operation.

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